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REPORT OF

CONFERENCE ON PLANNING AND DEVELOPMENT

HELD AT

TORONTO, ONTARIO, MAY 8TH AND 9TH, 1944

BULLETIN No. 1

ISSUED BY

THE DEPARTMENT OF PLANNING AND DEVELOPMENT
QUEEN'S PARK, TORONTO

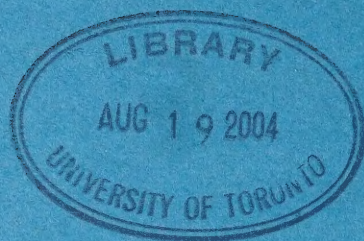
HON. DANA PORTER, Minister.

DR. GEO. B. LANGFORD, Director.

TORONTO

Printed and Published by T. E. Bowman, Printer to the King's Most Excellent Majesty
1944

A. E. H. Bunnell



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MINUTES OF CONFERENCE ON PLANNING AND DEVELOPMENT

HELD IN TORONTO ON MAY 8TH AND 9TH, 1944

The Conference was called by Premier Drew for the purpose of introducing the Department of Planning and Development to the people of Ontario, through the medium of the elected representatives of the municipalities, and at the same time to convey to them something of the ideas and ideals involved in planning for the future. The Premier also introduced the Hon. Dana Porter, Minister of Planning and Development, and Dr. Geo. B. Langford, Director of the Department.

There were in attendance 449 registered delegates who represented 23 counties, 26 cities, 82 towns, 46 villages and 152 townships throughout Ontario.

The meetings were addressed by Premier Drew on the general aspects of future developments; by Dr. R. C. Wallace on the responsibilities of the municipalities; by Mr. Hugh R. Pomeroy on community planning; and by Professor Alan Coventry on conservation of our natural resources. Copies of these addresses form part of these minutes.

Following each address the meetings were open to discussion. Twenty-five delegates spoke on the problems of their communities. Those who did not have an opportunity to speak were asked to present their views in writing.

A committee was elected which could act in an advisory capacity for the Department, and which could also form a liason between the municipalities and the Department. The personnel of this committee is as follows:

COMMITTEE

Metropolitan	F. G. Gardiner	Reeve of Forest Hill Village	Village Offices, Forest Hill, Ont.
Metropolitan	W. C. McBrien	Chairman of the T.T.C.	35 Yonge St., Toronto, Ont.
Metropolitan	Samuel Lawrence	Mayor of Hamilton	City Hall, Hamilton, Ont.
Metropolitan	Stanley Lewis	Mayor of Ottawa	City Hall, Ottawa, Ont.
Metropolitan	G. A. Edwards	Chairman Planning Commission, Windsor, Utilities Commission	Dougall Rd., South Windsor, Ont.
Metropolitan	W. J. Heaman	Mayor of London	City Hall, London, Ont.
Urban	A. G. Holland	Mayor of Kenora	519 1st St. South, Kenora, Ont.
Urban	Murray Fleming	Port Arthur Planning Commission	Port Arthur, Ont.
Urban	E. M. McQuarrie	Alderman, Sault Ste. Marie	City Hall, Sault Ste. Marie, Ont.
Urban	W. S. Beaton	Mayor of Sudbury	City Hall, Sudbury, Ont.
Urban	C. G. Walker	Mayor of Wiarton	Warton, Ont.
Urban	J. Meinzingar	Mayor of Kitchener	City Hall, Kitchener, Ont.
Urban	T. W. Scrannage	Mayor of Collingwood	Town Office, Collingwood, Ont.
Urban	C. Lamb	Mayor of Lindsay	Town Office, Lindsay, Ont.
Urban	Professor Curtis	Alderman, Kingston	307 King St., Kingston, Ont.
Urban	F. H. Broder	Reeve of Morrisburg	Morrisburg, Ont.
Urban	A. Marion	Reeve of Rockland	Rockland, Ont.
Urban	G. R. Inglis	Mayor of Niagara Falls	City Hall, Niagara Falls, Ont.
Urban	W. C. Hipple	Mayor of Sarnia	City Hall, Sarnia, Ont.
Urban	H. A. Drouillard	Reeve of Riverside	Town Offices, Riverside, Ont.
Rural	Gladstone McLean	Warden of Stormont, Dundas & Glengarry	Finch, Ont.
Rural	Carl Riley		Cardinal, Ont.
Rural	Howard Craig	Reeve of North Gower	North Gower, Ont.
Rural	N. D. Miller	Warden of Lincoln County	Vineland, Ont.
Rural	Alex Taylor	Reeve of the Township of London	R.R. No. 1, Ilderton, Ont.
Rural	E. Campbell	Reeve of Chatham Township	R.R. 1, Wallaceburg, Ont.
Rural	Ronald Curray	Ex-Reeve of Dysart	Haliburton, Ont.
Rural	George Banting	Warden of Simcoe County	R.R. 3, Thornton, Ont.
Rural	J. N. Corry	Reeve of Elma Township	R.R. No. 1, Atwood, Ont.
Rural	G. D. Campbell	Reeve of Brant Township	R.R. No. 3, Brantford
Rural	P. J. Mathers	Reeve of Otonabee Township	R.R. No. 2, Keene, Ont.
Rural	W. Worsley	Reeve of Fenelon Township	R.R. No. 1, Cameron, Ont.
Rural	C. J. Hooper	Reeve of Markham Township	Gormly, Ont.
Mining municipalities	Mrs. Ann Shipley	Reeve of Teck Township	Township Offices, Kirkland Lake, Ont.
North-west municipalities	C. E. Chapple	Chairman of Fort William Planning Commission	c/o Chapples Ltd., Fort William, Ont.

A REPRESENTATIVE FROM EACH OF THE FOLLOWING ASSOCIATIONS:

The Agriculture Council
 The Association of Rural Municipalities
 The Ontario Municipal Association
 The Municipal Electrical Association
 The Canadian Waterworks Association (Ontario Division)
 The Good Roads Association
 Ontario Mayors Association
 Ontario Educational Association
 Conservation Reforestration Association

ADDRESS BY

THE HONOURABLE GEORGE A. DREW

Premier of Ontario

Mr. Chairman, Ladies and Gentlemen:

Thank you very much for your good wishes.

I have already spoken to you at the opening of this gathering, and I think perhaps the chairman had informed you there were going to be no speeches at all, but since I am on the program, and since it is to be the only speech, I trust I will make it reasonably short and perhaps at the same time convey some of the thoughts which led to this gathering.

We are not blazing any new path, of course, when we try to get down to the subject of planning on a definite basis, and I hope Mr. Pomeroy who may be regarded as our leading expert here will confirm this. One of my earliest recollections of planning was the planning in connection with that amazing piece of architecture, the pyramid, and positive evidence still remains of the planning they did in order to accommodate the workmen. But there also remains a verse connected with the construction of those pyramids which perhaps has some suggestive warning to us as well. You may recall those lines of Kipling:

“Who can doubt the secret hid
Under Cheops’ pyramid,
Was that the contractor did
Cheops out of several millions?
Or that Joseph’s sudden rise
To Comptroller of Supplies,
Was a fraud of monstrous size
On King Pharaoh’s smart civilians.”

Now, ladies and gentlemen, evidently these problems are not new, and the incidents that go with those problems, and it may be that they suggest to us something that is worthy of consideration in connection with planning which is so old, which has been carried forward throughout the centuries, but which is now being employed on a scale never dreamed of before. In earlier years it was confined to individual areas. We have, of course, such outstanding examples as Athens, as Paris, and the most remarkable example of town planning is Moscow, but in each of those cases there were certain local advantages which may be considered real disadvantages. Moscow had just shortly before been burned at the time of Napoleon’s invasion, and the city being destroyed they were able to make plans for a completely new city, and it was laid out like a wheel with spokes going out to the outer circumference. For that reason Moscow has the widest streets in any city, all going out to the outer roads which were the outer fort.

To-day we are planning in Canada and the United States without the necessity of replacing destruction of that kind. That, on the one hand, of course, is a more comfortable thing, but on the other hand it raises real difficulties. If a place is destroyed, then everybody thinks it wise to create something new. It is difficult to persuade people that it is desirable to remove things not satisfactory that do not fit into the general plan, but at the same time appear to give some prospect of service.

The planning in every country will vary. In Canada it will be different from in the United States. It will be very different from the planning in Britain, and certainly very different from those countries which have been under bombing and shellfire for some months and years. Naturally, I am speaking to-night about planning in Ontario. And I think that one of the things which will have a decisive effect upon all our planning for the future here in Ontario is the picture we create in our own minds of the kind of Ontario there is going to be in the years to come. There are those gloomy prophets who tell us that Ontario has reached the point where its popularity cannot possibly be

expanded to any considerable degree for many long years to come. There are those who express the belief that our population has been extended to our farthest frontiers. Those who believe that we have reached a static economy will necessarily plan merely for the improvement of conditions within that static economy with a community somewhat the same size as those we have to-day. Now that would be the reasonable thing to do—for those who believe it. There are those who believe we have reached our maximum population group. To hear some of them talk it would seem that our days of vigorous expansion here are ended, and that we must merely try to make things as comfortable as we can for the population we now have. Well, ladies and gentlemen, I plead guilty to having a different view of this province of ours. I believe this province is still young, still vigorous, and still capable of supporting a very much larger population, and that it is still a land of great opportunity for our children and their children after them. I think the mere conviction that we have these opportunities, so long as we can satisfy ourselves that there are grounds for that conviction, will be in itself one of the strongest motivating forces in planning for the type of country that we should have.

I think it is only necessary to examine the cold facts of the case to see what we have in this area of ours that we describe as Ontario, and compare it with any corresponding part of the whole world. Here in this large province, which from its western to its eastern boundaries is nearly as far as from London to Moscow, we have just under four million people. Why, ladies and gentlemen, there are those here who have seen countries in Europe with many times that population which have achieved a very high degree of domestic stability and comfort, which could have been absorbed in some of the outlying corners of this province of ours.

Just before the outbreak of war I had the opportunity to spend a little time in Czechoslovakia where they had developed a high degree of democratic government. They had some sixteen million people living in a very stable type of democratic society, and yet you could drop Czechoslovakia almost within the confines of Lake Superior. One only has to recall a country like Holland with some eight million people, twice the population of Ontario, and the whole of Holland could be dropped into one of our great lakes and you could hardly see the splash. Britain itself, with forty-eight million people, with practically none of the raw materials and resources that we have other than coal, iron, and a certain amount of tin, have accomplished so much on very little but their tremendous faith in themselves, and the British Isles could be tucked away in the remote areas of our far north country.

Let us think of what those countries in Europe have done with practically none of the resources that we have, and then without any idle boasting, without merely repeating these things as something to satisfy ourselves, but remembering what they mean in creative production, let us realize that we have forests second to none in the world for commercial use. We have great mineral resources as yet really untapped, because we have, after all, been as yet only scratching the surface. And we have a rich soil, capable of producing far more than now, under scientific methods. With all these things, with all these resources, with these great areas, nothing but lack of faith in ourselves can bring us to the conclusion that this province of ours is anywhere near its population capacity at four million people. I believe implicitly that by applying science and skill to the great resources we possess, there is no reason why this province alone cannot maintain a population of 25 million people in a higher degree of prosperity than we have ever known.

When I said that Britain had an area small compared with ours, with few resources as we measure resources, and yet has 48 million people who have played no small part in the preservation of all mankind, I left out one thing—a valuable resource indeed—and I hope I will be forgiven for describing it in a term I think describes it, and that is their guts. They have the courage to use their own human energy and to refuse to believe that they can be beaten either in war or peace, and lacking resources that we have, I can only say that to me one of the most thrilling experiences of my recent visit to the British Isles was the tremendous confidence that those people have in themselves, not only in their ability to carry this war to a successful conclusion, but in their ability to meet the problems in the years after. And when one sees people with so relatively little compared with what we have, then I believe we will be poor in spirit indeed if we face the problems of the future without a high degree of confidence in what we can do if we unite our efforts in the common cause, because we have these vast

materials. We have power given to us by nature, we have a very rich soil, and we have now something more. In all fields of production, whether in the factory, on the farm, in the forest or in the mines, our people have developed a very high degree of skill indeed. Scientific developments which have come to us as a result of the war have given our resources new value, not only to ourselves but to the whole world. Things that men need in their daily lives are being destroyed as never before, and we have the things to replace those needs that are being destroyed, and we have the productive power to turn those resources into the finished articles that are required.

I would, of course, just say one word of warning. I do not know whether we yet realize the extent to which our enormous industrial expansion has been the result of plans and designs that have been freely given to us to assist our production by our friends in Britain and by our friends in the United States, and I mention that not to detract the slightest degree from the great record of productive achievement that we have here, but simply as something we should recognize as we lay our plans for the future. We have made in this country more than 500,000 military vehicles—a tremendous production—but those were all made from plans and designs that came to us from the United States, except for some of the bodies. That is a simple fact, but it is important. We have thousands of aircraft, but most of the designs have come from the drafting boards of Britain. We have tanks, machine guns and rifles, and again those have come to us from the drafting boards of the great producing plants of Britain.

Do not think I am suggesting that in many lines we have not done great things, but ladies and gentlemen, one point where we definitely need to apply our mental and physical energy is in the field of research, so that when we come to the period of converting our industries, wherever they may be, we will be able to take up that slack and be able to rely upon the plans and designs which we ourselves can make. And so in all these discussions of our plans, may I urge that we, as a people, recognize that need and in each of our communities, devote a great deal of attention to the encouragement of designing and scientific research, just as in the field of medicine, mineral production, certain production from the forests and field, where we have done amazing things of our own—so too in these other fields we may be able to plan and design things to turn our efforts into ultimate production.

I believe too in creating this capacity we will need all the electrical energy we can produce, and that part of our plans for the immediate post-war period should include the development of those great resources of hydro electric energy as yet untapped. I, for one, have been greatly pleased to see the discussion which has taken place recently in the United States which would give reason to believe that there is considerable hope for the agreement in the harnessing of the St. Lawrence, and I assure you Ontario will be ready to proceed with that great enterprise as soon as materials and manpower are available. The completion of those developments will still further increase the producing capacity of Ontario in all lines of production.

I do not believe planning for the future is something which the dominion, the provincial, and the municipal governments alone should deal with. I believe that all producers should be planning for the future, and I believe this is particularly important in any lines of production now mainly devoted to war purposes. It is essential to have plans for a new type of production for peace in every arm of production if employment is to be maintained, and may I say that I have recently seen in the United States really remarkable plans for the future which some of the great industrial enterprises there have ready for the period of conversion. But the thing that those plans have not assessed was that no matter how great concentration of population may be, either in Canada or the United States at a few focal points, our small businesses and individual employers are still much the largest source of employment for all our people, and they should be encouraged to make their plans for peace production. That demands some intelligent knowledge of what may reasonably be expected for the future, and demands some accurate estimate of the domestic and external markets they will be called upon to supply. That will need close co-operation between the dominion and provincial governments, and close co-operation between the provincial and municipal governments, so that we may all proceed with our plans upon the basis of the latest and best information available.

Our plans for housing must also depend on estimates which take into consideration trends for the future. I believe in every line of planning we must be prepared to adjust ourselves to the course of events. If our plans become too rigid we may have difficulty in making the best use of the oppor-

tunities we have. In all that I think we have a fundamental decision to make. During these past few years, for perfectly good and sound reasons, there has been a tendency to centralize control and authority in the dominion government at Ottawa, and I believe for the prosecution of the war that is a good reason, but we will be confronted with the decision as to whether it is best to centralize or decentralize control back to the various governing bodies. That point has been touched on briefly, but may I express to you my own conviction that under whatever plans we have for the managing of our province, the farther we can go in getting control under local governments, the better administration we will have of those plans.

Now there is support for our allies. I believe that Britain is to-day much farther along the lines of planning than any of the other democracies. They have had the stimulus, of course, of requiring plans for the readjustment of population and the reconstruction of their cities, but they have gone a long way, and in all their planning they are very definitely recognizing the principle that while it is wise to centralize the control of policy, it is desirable to decentralize the administrative control of every project they undertake. They base that upon the success they have had during the war under that very system. There they have not centralized to the extent we have, either in their industrial or agricultural production, and there was a reason for that because their plans were made at the time that they actually feared invasion, but they found it worked so well to have administration decentralized that they plan to carry that into the years of peace.

I would not want anyone to have the impression that in speaking of local control, I am suggesting for a moment that either the provincial government or the dominion government have not a high degree of responsibility for the plans for the future. I think it is their duty to plan on a vast scale which will make sure that we take the best advantage of the resources and opportunities we have. I think it is their duty to make plans that will assure employment, good food, and decent homes for all our people, but I also think that the success of any larger plan will depend on the degree to which the plans of the communities, of individual businesses, and of individuals themselves, can adjust themselves to the new conditions which we will face.

This meeting of representatives of municipalities throughout the whole of Ontario will have brought an exchange of ideas, will have brought certain new and positive ideas, but as was pointed out by Mr. Porter this morning, to a great degree the success of any overriding plan, of any integrating plan, will depend on suggestions that will come from time to time from the municipalities themselves. But may I strongly urge that each municipality that has not yet established any planning body, that those bodies be set up at the earliest possible moment so they may establish their direct connection with the Department of Planning here in Toronto, and with any wider plans that are established on a national scale. I think that it would be well if in each community, whether it be urban or completely rural, that the plans go to the very limit of our imagination, that the plans provide funds for progressive development, so that step by step, advancement may be made as the need for new work and for new expansion becomes necessary.

I do want to say one thing about the question of population, which I have already mentioned. There still seems to be some doubt in the minds of many people that even if we can so organize our production as to be able to greatly increase our population here, we will find any large numbers of people anxious to come here from the British Isles. Now, ladies and gentlemen, may I assure you from my own personal experience, that we can bring to the Province of Ontario just as many young people from the British Isles as we are able to put into profitable employment, after we have assured employment for our own people in the period of readjustment. When I was in Britain a few months ago I found the greatest interest on the part of young people in the possibilities of Ontario, in the possibilities of Canada, and I found that the interests in the opportunities to come here were greatest on the part of those young men and women in the armed forces. To-day there are already thousands of applications on file in Ontario House from the very finest young people in Britain, anxious only to know when and how they can get to Ontario after the war. So don't let anyone convey to you the impression that if we can develop our production here and expand the opportunities for population, we will not find plenty of people willing to come here who wish to avail themselves of either industrial or agricultural occupations, and I, for one, have no hesitation in saying that when the opportunity for immigration and expansion does come, I can imagine no better people to populate this province

than those who have stood under the bombing and trials of this war in Britain, and who for some time stood between the German forces and the loss of freedom everywhere.

They have already established a deep and intimate contact with this country. Their interest in Ontario is based on the ideas they have gained from our own young men over there, and one of the things that impressed me very vividly in coming in contact with our own lads in different parts of the British Isles, was the confidence they expressed in their own land, and may I say that no country had better ambassadors, because even if they had not said a word they still would have convinced those people there that this was a good country. Whether it be in London or whether it be in Birmingham, whether it be in Edinburgh, Glasgow, Belfast or Dublin—wherever it be—the young men and women who have the name “Canada” on their shoulders carry themselves as though they were proud of that uniform; proud of the country from which they came; and they are giving us every reason to be proud of them.

Now, ladies and gentlemen, I will only say a few more words, but before I do say good-night I just want to refer to one item of business which will come up in the morning. That is the appointment of a committee for which a nominating committee has already been formed. After all, a decision in that respect is in your hands, but may I suggest what would probably be the function of such a committee and what its limitations would be. Obviously, in a province as large as this, the contact will be in most cases a direct contact between the Department and the municipality itself, whether urban or rural. The idea of a committee is simply emerging from this meeting, but my impression behind the formation of this committee was that by having a committee representative broadly of different parts of Ontario, of different occupations in Ontario, it might act in an advisory capacity of maintaining contact with the municipalities and other bodies with which it will deal. But some of my friends have met me and mentioned the fact that they felt their county should be represented. Now I can see some difficulties in connection with that committee, because if every county were represented and every occupation represented, the number would most likely outnumber the number here to-night. It does seem to me that while we are still trying to establish a working co-operation between the Department, municipalities, and other public bodies, it might be well to keep the committee within some reasonable agreement as long as it is to be representative of the whole province and our whole approach in this whole problem. That is for you to suggest, but unless it is to be a large committee indeed, it cannot represent every county, and we would need some general representation to make it a workable size.

I hope that out of this meeting will grow continuing and vigorous development of our thoughts on planning. Out of this meeting and of the discussions which will follow, it is the intention of the government to issue within the next few weeks suggestions as to ideas for local planning gained from the cumulative suggestions that have been brought together in the hope that they will be useful, and I know I can speak for the newly appointed Minister of Planning and Development when I say the government will welcome suggestions, because out of the combination of those suggestions will grow new ideas which will be helpful to all of us.

I know that I am expressing the thoughts of all here when I express my own appreciation to Mr. Pomeroy for coming to us and giving us the benefit of his experience in his remarks to-day. But may I say that I think there is something more behind his presence here merely than the advantage he has given us of his own practical knowledge of this subject. As he met us here to-day, and as he spoke to us, very few could have told, had they not been previously informed, whether he had been born in Canada or in the United States, and I hope he will not be offended when I make that statement. And so too we, when we go to the United States, find that whatever the circumstances may be, very rarely are they able to detect whether we were born there or on this side of the line. And I think, ladies and gentlemen, that in itself is one of the important things in history at the present time, because along with that close association which gives similarity in our points of view, manner of expression, pronunciation of words we employ, there is also the fact that here in Canada, with all the affection we have for America, we too are as proud of our flag, of our traditions, of our kind, as they are of the great traditions they observe, and we remember, as they do, that they stem from the Magna Charta signed more than eight hundred years ago.

To-day as young men from Britain, Canada, from all parts of the British Empire, stand side by

side with men from the United States, very soon in their mingled blood in France, Germany and Holland, will be a friendship sealed through the ages which will be the greatest foundation of peace and security that this world can know. As we think of those young men from Ontario or any other land, who so soon will take their place to preserve the freedom that we love, ladies and gentlemen, I think that each of us in our own occupations here, so unimportant compared with theirs, can do nothing better than to devote our thoughts and our energies to planning for a country worthy of the sacrifice they are prepared to make.

We know that like all freedom-loving people we entered this war unprepared. Ladies and gentlemen, if we do nothing else, may we hope that out of this gathering will emerge the beginning of a co-operative effort in which we will try to make sure that while we were unprepared for the days of war, we will be prepared for the peace to come.

ADDRESS BY

DR. R. C. WALLACE

Principal of Queen's University

Mr. Chairman, Ladies and Gentlemen:

May I congratulate you, Sir, on the responsibility which you are assuming, and with you, Dr. Langford as the Director of the new department. It is a great thing to have a department not bound by precedence. You can use your imagination and have new fields. There is nothing more gratifying than to be able to do so.

I am very pleased to have the opportunity which I do not deserve of speaking to the representatives of the municipalities, urban and rural, in Ontario. First of all, for this reason I have been convinced for many years that if we are to protect our system of democracy which tends continuously to centre more authority at headquarters in government, we can only do so by strengthening the government that is close to the people, the local government of the municipalities, the school boards, the co-operative organizations, and the rest. There is no other way as far as I can see that we can protect democracy, which in the tendency of centralization of power will inevitably become totalitarian in its tendency. That is a fact that cannot be disputed, and we must be sure that government is strong actually where people reside—local government at grass roots. It is much more—the responsibility that is thrown on you by the electors, it is in a real sense democracy working in the only sound way, and I have been very pleased, Sir, to see the evidences since this government has taken office, of throwing responsibility back to the people in the various districts of this province. That is a sound tendency, and speaks well for the future. It was said this morning, for instance, that the amendments to The Municipal Act had come from the municipalities by resolution. We are so much concerned with the need of maintaining democracy soundly that we at Queen's have decided to form an institute of government, and have robbed one of your important municipalities of their secretary in order to head this particular institute, so that we too in our own way as a university, help out in the field of local government through conferences, through research in special problems, and through, if necessary, the training of men for the various jobs in local government. We hope to co-operate very well with the Department of Municipal Affairs of the province, and various organizations already set up in this field, in order to help in one of the great problems of maintaining liberty and responsibility in this democratic country.

You have asked me, Sir, to deal with some of the problems that lie at the door of the municipalities in the field of post-war planning, or of the planning now to take place in the light of the end of the war, when it may come. I have to confess from the beginning that I have never been an officer or a representative of municipal government. There is a very great deal I do not know about it, and I hope that you will read into anything I say, your own experience and put right the mistakes I may make in any statement I may give this afternoon, but with several others I have been concerned with the whole problem of reconstruction from the Federal level, and have had to see some aspects of the picture in their particular setting. This setting is that of the municipalities, and to that I wish to confine my remarks.

It is well, I think, that in looking at this whole picture we divide it into two sections: (1) the needs of the immediate post-war period of two, three or four years, when there will have to be brought back into employment some two million people, more or less, of our population, which is about a sixth of our total population. We have never had a problem like that in the past, and it will be no easy job, and those who say it will be easy have not appreciated the responsibility that rests on us in reintroducing into productive employment the 700,000 people in the armed services and the million and a quarter men and women in war industries to-day. That is the first problem, to provide the type of productive employment that will get these men and women back at the quickest possible moment.

The second is a long-term policy with which this department will be concerned. That is, the building up of productive life in this province, with the full use of all our natural wealth, so that the level of national income may be maintained on as high a plane as possible, in order that the life of the country may be at its highest economic level.

The two problems are not completely disconnected, but are in a sense separate, and from the standpoint of the first of these problems it is advisable, is it not, that the municipalities should consider the public works that may be profitably engaged in, remuneratively productive afterwards, that they feel may be necessary in their own areas. This applies not only to cities and towns, but to rural areas as well. Productive resources, about which you will hear from Professor Coventry, and in general those structures necessary for public health—all these are part of the responsibility of the municipalities, that they should be thought out carefully, that the plans should be drafted, at least preliminary plans, and costs estimated, and that they should be put in a priority list of importance from the point of view of reconstruction. That is something that lies very close to hand of all municipalities. No one else can do it but they, no one else knows the facts but they, and that is already proceeding in many municipalities across Canada. The problems involved, the surveys, and plans cost money, and I do not think that yet probably the finances have been thought of carefully which would be needed in some municipalities at least, in order to have these plans completed.

It is necessary across Canada that all of this backlog of construction immediately after the war be gathered together, assembled not only in Ottawa but in provincial headquarters and of the respective municipalities so that federal jobs may be done by the federal government, those provincial by the provinces, municipal by municipalities, and many others that may be shared by federal, provincial and municipal government.

When the priorities have been established, it will then be possible, if the finances are available to go ahead on a list of public works construction to take up a certain backlog of labour immediately the war is over, and men are released. It cannot be expected this will deal with the major problem of employment. Even at the best of times in Canada not more than 15% of labour was engaged in construction industries. We could not get more than 20% engaged in problems of this kind. It is private industry itself that will take up a large part of the labour load, and not governments or municipalities, but 15% or 20% is a very considerable load taken off the shoulders of the government and other forms of productive employment.

That, then, is a responsibility that lies immediately to hand, not only public works, but also housing which is, of course, a very primary responsibility of municipalities. Now, housing has been carefully thought of at the federal level and municipal level, and there are now plans available which will be helpful to those concerned with housing. One of your own members, Dr. Curtis, was chairman of the committee at the federal level, which made exhaustive reports on the whole subject, which has been printed and will be available very soon. But it has to be pointed out that housing is closely tied up with town and city planning. Community planning is a very large undertaking, which casts the municipalities on their own initiative, and one with which they should be fully conversant, and I would hope, Mr. Chairman, that your department may make it possible that assistance be given to municipalities in this whole matter of planning—town, city and community planning—because one of the problems in larger cities is not the new residential areas, or even the houses for the low income groups, but rather how best to deal with the central downtown areas and maintain them on some kind of productive basis for the benefit of the community, and it would seem to me that the committees' offer would be extremely helpful in this matter that lies close to hand in the post-war period. It has been variously estimated that from 300,000 to 600,000 units of housing are needed in Canada immediately after the war, and a great load of that falls on the municipalities of Ontario.

Now, Mr. Chairman, there is the wider question of the long term planning, and as far as I can gather from the discussion this morning, that is the problem being faced by the department now inaugurated. I have been concerned for many years with the resources of Canada, the natural resources, about which we will hear from Professor Coventry. I am not going to trespass on his field but should like to say this: we find we have been poor planners in Canada, when we look into this. After all, natural wealth is one of our resources, and we have let them slip, and each municipality, rural as well as urban, realizes this. It is not merely that they belong to the rural municipalities.

They have a direct relationship with the urban as well. For instance, the Ganaraska flows into Lake Ontario at Port Hope, and has been a serious menace to the town of Port Hope when it floods. It is clear there that the responsibility of the Ganaraska watershed and the Town of Port Hope is closely interrelated. That can be repeated many times in our survey of the Ontario area. Take a town not far north, such as Kapuskasing,—a town of that kind depends for its future on the way in which forest resources are handled. If we are wasteful with them, the town will suffer; if they are going to be handled in such a way that they remain equal in value to what they are now, the stable life of that town is assured. So the problems that are long-term planning problems are related both to rural and urban municipalities together.

Anyone who thinks to-day of the future of any one of our towns, and is conversant with methods adopted elsewhere, realizes that he is to think not only of that town and its particular problems, but of an area some fifty miles around it because that town or city is set in a country area, and depends to a great measure on the welfare of that country area for its continued population and industrial life. They are tied up together, and one of the difficulties that probably may be met in dealing with municipalities in this whole question, is that it is not easy to tie up a rural and a city municipality in some of the problems that have to be faced together in planning.

We have found that it is necessary to deal with all the resources of our country together, not in single units. The soil, the water power, the wild life of the country, the forests and the tourist facilities are related the one to the other, and any sound development of our resources must come through a committee on which are represented experts in all those fields, including the officials of the government concerned with these various resources. It is not enough any longer to deal with the forests alone without reference to the soil, or without reference to the water power, or mining without reference to soil. We have done too much of that. We see the ghost town and the waste land because we have not been far sighted in dealing with our total resources.

Two years ago I had the opportunity of spending two weeks with authorities of the Tennessee Valley where they had the responsibility of bringing back a large watershed into productive life. They restrained the waters of the Tennessee River to keep it from flooding, using the water for developing phosphate fertilizers at low cost, using those phosphates to give to the farmers at low prices in order that they may bring back their soil, and at the same time selling power to farmers who had prepared rural electric boards to develop lines, and to finance their whole area of rural electrification, and to permit them when making a profit to turn back the profit into rural electrification lines. Incidentally, I found that the Tennessee Valley authorities would sell at the cheapest possible rates to people prepared to administer it. They encourage people in the building up of their own local boards, and say "strengthen your board, so that when we pull out, that board will be functioning much better than before." They believe in democracy at its grass roots and I learned more from that than from technical operations. They are operating an immense school to train people—again a sound approach to democratic life.

It is important, therefore, that we look at the wealth of our country, see whether we are using it aright, see what can be done with the assistance of the departments of the government which are concerned with those various fields, what measures have to be taken, whether we can do it through municipal authorities alone or whether some combined committee can be established in association with the municipal authorities and any party representative of them which can do this work for our country.

We have learned, Mr. Chairman, that in the four years of the war we have doubled our national income from four billion to eight billion dollars. We have done so by putting everyone to work and made our country better than ever before. Can we continue to use the human resources of our country, producing all it is possible for them to produce, and somehow finding the way to distribute that production to the people who make it. That is the real problem, because after all, in discussing problems of finance there is no other way our needs can be met than by full employment, or as near to it as we can get. Full employment means somehow distribution, world markets maintained—in one way or another a problem beyond our responsibility as municipalities—but not quite. It means the full use of all our resources in the best possible way, so as to maintain cheap materials, for instance, our forests used not only for one purpose, but everything in the forest cut used completely,

maintaining the forests on the level, if not better, than with the production we have to-day. It means the full use of science, theoretical and practical, to maintain costs at a low level, notwithstanding the higher load of cost of wages which we must meet, cutting down costs otherwise by scientific research in such a way that we in Canada will maintain a place in the world markets in quality and low cost, which is absolutely preliminary to reconstruction.

It is not an easy matter, but we do know this: In Canada we can produce in a way we had not dreamed of five years ago, to the advantage of our country, although it was in a war period. Can we maintain that, or must we drop in production because the war is over and we have no other heavy demands overseas for our export materials? The facts are there, and it is a question of the way we look at it. I am not a drinking man, but perhaps some of you may appreciate the story of the two men who saw a whiskey bottle lying at the side of the road. One said "It's half empty," and the other said "It's half full." We are optimistic not because there are different facts, but because the same facts can be looked at in different ways by different people. There was the same amount of whiskey in that bottle, but the two men had different ways of looking at it.

I think if we can develop our people by education, by giving them all the opportunity that we possibly can to develop particular abilities that are there, and education is the responsibility of the municipalities, if we can take advice together to see that the resources of nature are fully developed, maintained, conserved by working together, then it may be possible for us by that basis of use of our human resources and material resources to maintain a high level of employment and wages. Now I am not radical in that. It is in the way we look at it. There will be no problem for two or three years after the war, because there will be heavy demands in many fields. If we can electrify the countryside we will have a heavy demand. Agricultural products will be under heavy demand in the distressed countries. That time will give a breathing space to see if we can continue that load of production at a level that will make our country worthwhile.

Now, Mr. Chairman, I have not said much that is practical and my half hour is now nearly up, but I would like to say this because this is the root of the whole matter. It is we ourselves, the human resources, that are primarily important. You have ability and I have ability. It is the responsibility of education to see that those abilities are fully developed, that a chance is given to every boy and every girl independent of financial standards. Anything else is sheer waste. With that and with our skill, we have to see that the resources that have been given to us by Providence in Canada—and they were large resources—are not squandered, but handed down from generation to generation in good heart, as a farm is handed down to a son. We must see that they are maintained and used to the full for the benefit of our industries, so that they too may produce at the lowest cost to maintain the markets which we need in Canada overseas.

Mr. Chairman, I have spoken as one who is not a municipal officer, as you can easily realize. I have said things which to you may sound impractical as municipal officers, but I do wish to say that on the local community more than anywhere else will rest always not only the democratic life but the economic strength of our country.

ADDRESS BY

MR. HUGH R. POMEROY

Director, National Association of Housing Officials, Chicago

Mr. Chairman and Citizens of Ontario:

I consider myself greatly honoured in having the opportunity of meeting with this rather amazing gathering, considering its wide representation of the entire province, and to presume to discuss with you some of the problems that you are facing, and as we are continuing to face them in the United States.

If planning in the States has been reduced to a science, possibly the most scientific thing about it is the development of procedures whereby the planning function is carried on. Planning is not a science in the sense that a formula can be developed which can be applied to any community. Planning is the determination of what the people of the communities want, in the setting up of procedures whereby those wants can be satisfied.

I take pleasure in extending to you my observations on the work which claims the principal part of my attention at the present time, the one at which I make my living—the National Association of Housing Officials. I shall probably not touch on housing in what I have to say, since the acuteness of the housing problem requires study for the immediate present. I extend to you the greetings of the Society of Planning, of which I have just concluded a year as president; likewise the greetings of Planning Officials, which is a sister organization of Housing Officials, the two organizations having held their meetings with overlapping sessions in Chicago last week.

The vitality of the municipalities in Ontario is in keeping with the vitalizing throughout the entire western hemisphere. I had the privilege of serving on the housing section of the Pan-American United States Congress held in Havana some years ago. There twenty-one republics dealt with municipal problems throughout the Americas to the south of us. Likewise, Havana is now the headquarters of international authorities, the headquarters having been previously in Brussels, which is now under Nazi control, and it is my privilege to serve on the U.S. committee of local authorities.

Below the border we are sensitive about using the term "America" exclusively as pertaining to the United States, since 21 republics are entitled to use the term "America." We possibly should call ourselves Anglo-American as different from Latin-American, but I guess you people are also Anglo-Americans.

It is interesting to note the size and diversity of the Province of Ontario, and consider the multiplicity of governmental jurisdictions within the province. Here is a province with an area of over 300,000 square miles—larger than our largest state in the Union, Texas. Here you have 38 counties, 571 townships, 304 towns and villages—940 units of local government, all of which are interested in the great purpose which brings you here together to-day. I feel a peculiar sense of kinship with the people gathered here to-day. I was born in the State of California, and in one sense the diversities of that state are like Ontario—mining, forestry, agriculture, recreation, manufacturing, large cities and small towns, wide territorial spreads, great diversity of patterns whereby people live, whether in rural communities or closely packed municipalities.

For several years I was Director of State Planning in Virginia and there is a similar range of interests in that state, although on a smaller scale than California or Ontario, but my association with Virginia comes back to me clearly as I look at the flag here to-day. I have stood by the ruins in Jamestown, Va., where a group of Englishmen 325 years ago met in the first assembly of representative government in the new world. Since then it has met in unbroken succession, and to-day during each biennial session of the Virginia Legislature, that body and the Governor travel to the restored colonial capital at Williamsburg and hold a session in a building over which always flies the British flag of colonial days.

Now what can a planning board do? Possibly I can somewhat summarize what has been discussed to-day thus far.

Incidentally, my position as Director of the Virginia State Planning Board was equal to that of the Minister of Planning in Ontario, and in that capacity I brought to light facts that were of value to the various state departments. The State Planning Board felt from the moment it has information of value it was bound to make that information available, rather than following some mysterious process and coming down with some plan and saying "This is it." Its method was always collaborative, whether with the Department of Highways or whatever department with which a particular problem was concerned. It was possible to evolve a co-ordinated program, but a co-ordinated program that grew out of the work of the various state departments. Planning can succeed not from an ivory tower but simply as one of the family of the government working with the different departments.

The second function of the State Planning Board was to make state-wide studies of the resources of the state, the people of the state, and the development of the state. This part of the work of the Board was of inestimable value to the local authorities of the state, in that it provided a background of information against which municipalities could determine their position from the total economy of the state, seek to adjust or improve as the case may be, but always they had a background of fact that let them know what their economic potentialities were in terms of the facts as they appeared.

The third function of the Board was assistance to the state in their activities. Thus they suggested procedures for local planning on request to towns and cities in the state, whether a town of four or five hundred population or a city of 200,000, or a populous county of 50,000 or a rural county of two or three thousand. Those local units of government would seek suggestions from the state in how they should proceed in planning at the local level. They also sought advice on specific plans. In no event did we presume to say "This is what you ought to do" because we felt while there was a state-wide orientation that would influence planning, the incentive for the local planning should arise from the localities themselves.

May I suggest the responsibilities of our stewardship. We occupy the land for a brief span of our years. We must pass it on to those who come after us better able to serve human needs. We have been given the heritage of the forests. The forests are not mines to be exhausted and left desolate. The forests are a continuing resource. They must be regarded as a crop insofar as forest products are used for industry, and whether the obligation for the perpetuation of the forests be imposed on the lumber interests themselves, or be expressed in concurrent public programs, I am not here to discuss. Suffice it to say that we of our generation have not the right to destroy what the past years have given us, and we must pass it on in better condition to those who come after us.

So with the soil. We occupy the land for a brief period. Nature has been building up the soil for our use, and no generation has the right to destroy what has been handed to it as a heritage of the years, which, if destroyed, cannot be replaced, maybe for another ten thousand years. We have a stewardship in regard to the land we occupy and we must so occupy that stewardship that we pass on the stewardship we have received to better serve human welfare than when we received it.

So with cities and towns. We come into them in our generation and each one influences in some manner the form and character of the communities in which we live. One of our poets has said that

"Cities are but men who meet
And pause, and call the path their street;
Spread their tents of wood and stone,
Glad to be no more alone."

So from whatever beginning our communities start off on their long march down history, they begin with the laying out of a few lots and buildings and from then on the city, from any given time, is the aggregate of the physical residual of what people have been doing ever since the city was founded. New lots are laid out, buildings are erected, industries come, industries go, highways are laid out and changed, railways come and may be moved, shipping comes—all these things are not done at a given

time. They don't, as Minerva is said to have done, spring from the brain of Jove. What we have done through the years makes the cities what they are to-day; what we are doing to-day is determining the city of to-morrow, and unless we can insert into this process of constant change of our communities some guide that represents the kind of community we want, the kind of community that we shall have is going to be determined in many cases by considerations of expediency that may very soon lose their significance.

Out in the little city of Santa Maria on U.S. Highway No. 101, a short way in from the coast of Santa Barbara County in California, there is a great wide main street down which that highway passes. It is crossed by another street 125 feet wide, and the other streets of the centre of the town-site are appropriately wide—much wider than in the usual small community. There is that little city out in the valley with agricultural lands around it, and I used to think whoever founded that city had foresight to produce a main street 125 feet wide with only a handful of settlers to occupy it. Then I heard the story. Two oldtimers whose ranches met at that point decided to lay out a town-site and deliberated on the layout of the street. They decided it would be wide enough to turn ten-horse teams without backing, so the streets are 125 feet wide. I have commented that in some cities like Lynchburg, Va., they probably had billy goats for teams because the streets are so narrow.

In the city next to where I was born, Los Angeles, there was a jog at Third and Main Streets. Third Street came up to Main and jogged a little more than its own width. I do not know what caused that jog. Certainly it was nothing at the time more significant than the location of a shed at the corner, or maybe a tree, or possibly the property line was offset more than the width of a street and might cost about \$15.00 to put a change in the surveyor's map—nothing more significant than that—but sufficient to impose a jog in that street and become of tremendous importance as the city grew. As long as traffic could pass around that in the quiet days it did not make much difference, but pretty soon people were mounted on wheels instead of horses and something had to be done about it. So the property was expropriated to make a new right of way, and the city contributed a substantial amount and property owners paid a substantial amount, with the result that it cost the people concerned a third of a million dollars to move that jog. I could draw illustrations from all over the United States. I am not sufficiently familiar with Canada to draw illustrations from here, but they are here also, as in the United States, indicating the profound influence of ephemeral considerations in determining the kind of community in which we shall live.

Looking at the map of Toronto, it can be seen that the way the streets run depends on how somebody some generations ago cut the farm lots, whether they ran north and south or east and west. Subdividing is more than the mere charting of real estate. The subdivider is concerned with marketing a product, concerned with the business transaction, how much money he makes out of it. After he is gone the community does not care how much money he made out of it, or whether he went broke, but they are vitally concerned with how he did his job because they are continuing to live with the amorphous acreages crystallized into an urban pattern by the act of subdividing, and the community continues to live with it from then on.

These things that are of such tremendous importance to the kind of community in which we must live in the years ahead, must be given some guidance as they occur so that we do not have to come back and tear things down and build over again from time to time. How expensive it is to tear down buildings, to widen streets, whether in Toronto or in the smallest village! So the wisest thing we can do in planning is to avoid putting obstacles in the paths of our to-morrows and the to-morrows of those who come after us. That can be done only by getting guidance for these things that are occurring from day to day, from month to month and from year to year, and are changing inexorably in the communities in which we live. Planning, then, is a determining of what kind of community we want, whether large urban or sparsely settled rural communities—not what somebody else says we want but what we—you and you and you in our respective communities say—and then putting into effect procedures that will guide what takes place through the years.

In travelling through the States and meeting with officials in all parts of the country, I ran across a great many city planners. You may be starting later than we did on the other side of the line. That is fortunate, because you can look over some of our mistakes. We had a great surge for a while of making city plans—beautiful plans for the future. San Francisco made a city plan in 1905

and engaged a designer to make plans. He gazed over the city and delineated a magnificent city of boulevards and beautiful buildings. I have a copy of that plan in my library. The next year nature came along and obligingly wiped out part of the city in April, 1906, which gave the opportunity to put these plans into effect, and my library also contains plans of the mayor to lay out the burned areas of San Francisco. Both reports are in my library. Nothing of what they recommended is on the map of San Francisco. They were too eager to get the city built, and proceeded to build according to the old pattern. They have put some into effect since, tearing down buildings to make way for putting into effect plans they had at that time. I could point out illustrations all over our country—beautiful hopes—letters to Santa Claus, if you please!

What advice can I offer to you, if I may presume to do so, so that you may not make those same mistakes? You cannot affect it by the adoption of resolutions. That is an essential accompaniment of everything that is done because it should be subject to scrutiny by the people concerned, subject to the wisest kind of public discussion, but it should not end there. The current considerations to conservation are prodigious. The war will end with tremendous demands on our country, and we will not have plans for building. I am thankful to say that legislation that will go to the state legislature, and out of which we are hopeful something will come, has already been drafted.

Planning must be taken seriously. We must work at it. Then it must be a continuing process. You can't take a picture of all the future and say that you can expect it to guide you through all the years to come. It is not a job to be done at a given time. It is just as continual as the collecting of taxes and taking of the census. The continuing through the years and the planning process, however it may be set up—from the intricate process necessary in large cities to the simple procedures necessary in a rural community—however it is set up it must be an integral part of the government, continually watched and subject to change.

You are gathered here to-day laying the foundations of the future of the great Province of Ontario. I charge you that you make those foundations strong and that you build well on them.

ADDRESS BY

PROF. ALAN COVENTRY

University of Toronto

Mr. Prime Minister, Ladies and Gentlemen:

Perhaps I should say by way of introduction that I am speaking here by the courtesy of the Ontario Government. I have no connection with any official committee and the views I place before you, therefore, are those of myself and many friends with whom I have discussed these problems in such bodies as the Guelph Conference.

I should like to define what I mean by conservation. By that I mean the wisest possible use of all natural resources for the greatest benefit to the greatest number. I would like to emphasize the word "use". It does not mean storing up—it means keeping in active use. We have heard of the interrelation between the city and countryside. I should perhaps say in explanation that I am by profession one whose job brings him into contact with wild life. I am a zoologist, and have very naturally become interested in the kind of homes in which wild life can best be found. That brought me by transition to the whole question of the state of our countryside, particularly the state of the southern agricultural part of Ontario. It is of that region I am going to speak in the main this morning. I do not wish you to think that I do not understand the problems of our much larger north, but the principles that concern that northern part are the principles that concern the south, only different in detail. But since I am more familiar with the south, and since by far the greater part of our population is in the south, I would prefer to discuss that aspect of the question.

What I wish to discuss in the first place is chiefly that mixture of soil and water which constitutes our land, the place if you like, of agriculture, the ultimate basis of existence. Some emphasis has been placed on the basic position of agriculture. It has held that position since the first times of recorded history. Many of the great civilizations of which we have record have gone down from their great positions because they neglected to use their land properly. The earliest civilizations of the Euphrates died out, at least in part, because they destroyed their natural resources. Large parts of China, Greece, Rome, part of Central America—all have done the same thing and have disappeared as important parts of the general civilization of human beings.

Agriculture is entirely basic, and there are no historic records of any country that existed except on the basis of agriculture. It should be said these people did not know they were misusing their land, but nature treated them in the same way as if they did know. In our time the misuse of land has continued at an increasing rate because we have developed powerful scientific machinery that can attack the land with greater vigour than manpower or horsepower of earlier days. In spite of the warnings of the past and of the present age, white man's so-called development has almost everywhere left the renewable natural resources of the country in a depleted and damaged condition. You can think of cases in your own knowledge. We did make a conspicuous case of the prairies. Man had a large share in producing the prairie tragedy. Think of the dust bowl in the United States. The story could be told all over the world. There is, in fact, an important and impressive book called "Vanished Land" which discusses this problem in all parts of the world, and the findings of that book may be summed up in the words of Poole, a member of the Soil Conservation group: "White man should cease to boast of having conquered nature. . . . One of the major problems that now faces man throughout the world is to preserve what is left of his heritage in the soil, and to restore the broken lands that have dogged his footsteps through the forests and across the prairies for centuries."

Now, here, with all deference to Premier Drew, I would like to refer to some remarks you made last night. We have rich soil—a lot of it, but it is not as rich as it once was and we have a great deal of soil that is out of use in southern agricultural Ontario because Canada (and Ontario within Canada) is by no means without guilt in this depreciation of soil. Natural resources have been reduced through neglect of the natural laws. We must obey these natural laws if we are to have permanent use of our basic ultimate resources.

I want to consider briefly what the condition in Ontario is, and say what I, after consultation, think could be done about it. Southern agricultural Ontario comprises perhaps 25 to 30 million acres roughly speaking, and it is not even yet fully realized that in spite of its richness it is in real danger from the point of view of destruction of the natural resources. Our big disasters are bad enough. They hit us hard when they come, but we cannot overlook small events, each perhaps insignificant in itself, but if occurring in large numbers add up to terrible totals.

Someone has said, "If we break the little laws, the big laws begin to operate against us." Our forerunners have been breaking the little natural laws and the time has come for us to stop the big laws from operating against us. I said our forerunners—they didn't know what we know. In the present day we have vast knowledge on which we can draw. We understand the relationship between soil and water, between trees and water, the connection between the nature of the soil and crops, the relations of wild life to cover and of fish to streams. Much more than knowing these things, we know how we can to a large extent remedy damage which has already occurred. We shall not have any excuse in the future if we continue to use up our natural resources. I don't want you to think that I am talking generalities. I would like to say our natural resources have been depleted by abuses. The Imperial Forestry Association held meetings in Canada some years ago and after visiting much of our land, in their report of their proceedings they remarked that no country in the world had so wasted forests as had Canada. This is happily being remedied. The same condition prevails in the agricultural field. There is a well authenticated account of a woman coming from Czecho-Slovakia some years ago asking to be allowed to visit some of our best agricultural land for the purpose of purchasing a large estate. She was to bring out a number of families for whom she felt responsible. She was taken to some country on the north shore of Lake Ontario, and then said, "I want to be shown some *good* agricultural country." The man showing her around said, "Well, madam, this is considered our best." She said, "I am sorry for you." He said, "What do you mean?" She said, "You are letting your country rapidly become a desert and you don't know it." You may say that is all very well, coming from a person from outside. Well, she was from a country where agriculture has been continuously practiced for fifteen hundred years.

In writing the foreword to the King Township Survey, Aubrey Davis said: "The survey of King Twp. was prompted by my memories of a different and more pleasant township of my boyhood days fifty years ago. Since those days the township has become progressively impoverished, the deterioration being most marked during the last ten years."

In the report of the Guelph Conference, it summed up its findings in the following short passage: "All the renewable natural resources of the province are in an unhealthy state. None of these natural resources will restore themselves under present conditions, and the need for far-reaching measures of restoration and conservation is acute; without them conditions will get progressively worse."

I should say that the Guelph Conference was a highly representative group from forestry, engineering, of water interests and the like, and their findings must be accorded a high degree of authority. Again I would say that there is, of course, good land, a lot of it, but most of the good land is not as good as it was. Take some of the things that are familiar to everybody in this room. How many of you know the swimming holes of your boyhood which are no longer there, or reduced to a fraction of their former size. How many know of streams where you caught trout which are now dried up in summer? How many know streams dirtied with silt after a rainfall of any importance? Dried-up springs and wells, disappeared woodlots, and the loss of fertility of land? How many are there who come from a district in which they can say none of these things have happened? I am afraid very few. Figures can actually be given for some of these unhappy things. The King Township Survey was the first to bring these things to attention. It was discovered that out of 200 miles of stream in that township which used to flow permanently throughout the year one hundred years ago, now only 25 miles are continually running. Seven-eighths of the streams have become useless and of course wild life has gone and springs are disappearing, or at least have moved farther down the hill.

In the Peel plain stretching westward and northward from Toronto, 82% of all the streams of that area are dried up for a great, or at least part, of every year. In the highlands with 23% uncleared land, 38% of the streams dry up. The lowlands cannot now maintain a permanent stream, and the

streams that do flow through that country take their origin in the rather rougher inland towards the south where that part of the country maintains a better water supply. Now this is a general condition. I just give you a few examples. Wherever reasonable research has been made, similar conditions have been discovered. Something has happened to our water.

Another thing to take account of is floods. Floods are, in fact, water which should have soaked into the ground to build up that immense underground reservoir of a total greater than that of the Great Lakes, on which the whole national economy of water depends for its security. Floods are water that fails to get into that reservoir. They were brought about by changing conditions, by the changes necessarily imposed on Ontario when it was developed for agriculture. Our part of the world started as forest land and the streams were in the surrounding forests. This forest had to be removed. It was removed rapidly and by the easiest method, but it has produced dramatic and unfortunate effects. The average area under trees is about 5% of the total countryside. Now that has completely altered the way in which water behaves when it reaches our soil. If it falls in the form of snow it melts rapidly in the early spring days. If the snow is under trees it may last about a month longer, and is allowed to soak into the land by traps held by the leaves forming the forest floor. Lying openly it melts at once, the land freezes, and the water later disappears as damaging floods. We have produced vast changes in the relationship of water to soil.

Now associated with this upset movement of water is another factor of primary importance—the loss of soil itself—erosion. This is a man-made feature of our day, for there is little removal of soil under natural conditions. We may have wind erosion where trees have been removed. We think when we cut trees we can grow crops wherever trees grew. That is true with certain kinds of trees, but unhappily not so with other kinds. Thus soil is left exposed, and we have many thousands of acres of pure desert in the middle of agricultural Ontario being blown about by the wind. I know where four feet have been blown away by the wind. There is sheet erosion, the gradual removal of the soil, and that is the most important. It creeps up on you before you realize it has come. And remember that the top few inches of soil is all that lies between us and starvation. We cannot afford to lose it. We do not know how much soil we are losing by this process of removal. There are no figures, there are no research stations to deal with it. We have figures from the United States which may or may not be applicable, and they run up to as much as 150 tons a year per acre, an inch or more soil gone in a year. That is a serious diminution of the soil. The figure for Ontario is probably not as high. But that there is a loss is not doubted. Our streams show it after any considerable rain. Our streams are dirty, and it was said by a man highly informed on soil conservation in the States, "Agricultural country with dirty streams is, must be, temporary; agricultural country with clean streams is, must be, permanent."

Look at our streams and see what the indication is. Clearly we have to clean our streams of that silt which is moving down. We have no figures for the countryside, but I have figures for a flood a few years ago of the West Humber, and it was carrying soil away at the rate of 1500 tons an hour.

Now all these things that I have discussed—drought, floods, erosion, are damaging to the public good, to the property, and to the countryside. They are damaging to the communities through lack of water. They are damaging to public health through the accumulation of pollution in the streams. It is in this connection it may be said here that out of 550 centres of population in Ontario with sewerage systems, 385 discharge sewage into adjacent rivers. If there is no constant flow in that river it will produce disease through its pollution.

I hope I have suggested in these few words which could be much expanded, that there is a case for taking stock, for remedying the evils that are with us now, and not in the future. A friend of mine has reported an area he has been investigating and over a number of years he has seen the nature of the soil gradually changing in spite of fertilizers and the like. It first showed itself as deficiencies in the root crops. Chemicals were disappearing from the soil. Those deficiencies in the root crops were soon reflected in the cattle, and the latest report he had was that the nutrition lack is being reflected in the children of that area. We are, therefore, faced not with a remote problem, but one here and now. As I have said before, we still have good farms, but of how many of them can it be said that nothing has become worse in the last 25 years? Water, soil, wells, springs, woodlots—

how many of them can you say are as good as 25 years ago? The aggregate damage that has been done by the accumulation of small evils has been summed up by a competent authority, having knowledge of both the east and the west of Canada, by comparing the state of Canada east of Winnipeg with the tragedy of the prairies, and he feels that Canada east of Winnipeg has suffered just as much as the prairies. It is not obvious because the areas are scattered, but nevertheless he believes that to be the truth.

This condition has been brought about because we have upset the natural balance between vegetation and land. We had to do this in order to live because early Ontario was almost entirely a forested land, but the reduction of the area of trees is the primary cause of our present unbalance. Unfortunately we took trees off land where they should have been allowed to remain. I think of that ridge from Caledon and Uxbridge down to Whitby and Oshawa where trees were removed from light soil and nothing done to restore them. That is the great area of forests, and further west it becomes bare rock.

In the aggregate, we have in southern agricultural Ontario about 30 million acres. Of that there is eight thousand square miles, or about a sixth of the area that cannot grow anything but trees, but trees are not growing on it. In other words, we have an area of waste land, and waste land by good land is not a good thing, since it does not play its proper part in water control, and is playing a part in bringing about the condition of depleted streams.

The disappearance of our woodlots, either through necessity or through grazing, has also played its part. Very recently a friend of mine called to my attention a piece of research he had done on maple bushes in Ohio, and he seemed to think the figures would apply here. One of his students went out to a maple sugar bush and investigated the productivity of the trees. She found the grazed bush wasn't growing very well. The leaves had blown away because of lack of undercover and the soil balance was disturbed in that area. She said she thought those maple sugar bushes were only yielding 50% of their possibility. So they fenced the bush off to keep the cattle out. In two or three years each tree was producing twice as much maple syrup as when cattle were allowed in. I don't know what the figures are for this part of the world, but this is an interesting thing about the bushes in Ohio.

Now I would like to suggest that if we haven't a job of reconstruction of buildings, we have the job of reconstruction of lands, and here is the place where we can say we have unlimited possibilities for the future. The methods are in general preventive, and to restore as far as possible the water balance, and take steps to restrain the loss of soil. We know the measures through the work of the soil conservation service of the U.S.A. One of the important measures is reforestation of those areas which are designed by nature to grow trees, and are not useful for agricultural purposes. On the edge of those lands not suitable for agriculture it is well worth considering the matter of creating large pastures. These methods will turn waste lands into useful and productive lands both in terms of timber crop and of water control and restraint of erosion.

Over the wide areas that have to be kept open for the pursuit of agriculture, other methods must be devised. The fundamental principle of control of water and soil loss in the open country is to adjust the direction of cultivation to the shape of the land—primarily by contour ploughing. In contour ploughing the idea of a straight furrow is wholly abandoned, and the furrow is ploughed along a horizontal line, so that in any rolling land it takes a sinuous course. I have been informed that this method is regarded as fundamental in restoring water and maintaining our fertility. Any water that is caught in this furrow is held in a level trap, and not allowed to take an accelerating course down hill. Erosion is thus greatly reduced and the water is given a chance to soak into the ground. In some cases contour furrows are supplemented by terraces and strip cultivation, and these increase the protection against both water and wind erosion. So essential as a first principle of soil conservation is the contour furrow that in the opinion of the soil conservation service, the man who does not practice it is unworthy to be considered a farmer; he is a soil miner.

It is true that there are lands of a heavy nature from which the water has to be removed so that they will dry enough to permit cultivation at a reasonably early date; here drainage is of course indicated. But it does not follow that the water should be led by the shortest possible route to the

nearest stream and so to the nearest lake, carrying with it some of your precious top soil. It may be kept in ponds. In some of the flat lands of France and the U.S.A. a permanent part of farm management is the creation of ponds. Spare water is caught in a suitably low-lying area and over several years water plants developed and fish may be cultivated. The pond is then drained and another pond made on some other suitable site. They are also profitable, because after being kept for two, three, or four years, the farmer gets rich land when he comes to cultivate the pond site, and while they have the pond they can get fish out of it.

Water should be restrained. In spring when there is a good deal of snow you naturally would not be able to stock up all the water, but since it is precious, that water which reaches the streams might be caught by a series of dams, thus converting the streams into a series of ponds. There is plenty of water for this under present conditions, and these dams will rob no one of water. These ponds, if created, would serve several useful purposes. They would further lessen the violence of floods and slow up the rate of flow of water and hold it in suitable places. Some ponds might be enlarged and made the centre of attraction in community parks.

To summarize, I would suggest the following main types of conservation and restoration. First, reforestation is one measure of highlight, especially of the highlands, and of all area suitable only for growing trees. Second, the creation of pastures on slopes too steep for safe cultivation, but suited for pasture. Then there is the new method of cultivation, such as contour ploughing—that is, new to us, but many centuries old among many primitive peoples. Fourth, the creation of storage ponds in suitable hollows, and the building of frequent small dams along the upper waters of streams, to retain and use part at least of the runoff.

Now if that type of program is to be carried out, we have to have facts. So far we have been considering general principles; I would like to suggest how they would work in a specific case. Imagine that we are putting into operation a plan of that kind. I would like to imagine that we are going to manage along the lines I have sketched the catchment basin of a stream. It is a real stream which I will use because I have been thinking about it lately, and been using it in my mind as a sort of type. It drains about 90 square miles of highly agricultural country, some 60,000 acres. Woodlots occupy no more than 3% of the whole area. The soil is clay loams and sandy loams, with a little blow sand to the north, where there is some overgrazed pasture. The stream floods badly in spring, in summer there is complete cessation of significant flow throughout the 130 miles of watercourse. Sheet erosion is undoubtedly going on since the waters are often full of sediment.

Now if we want to reconstruct that, we shall need to have a determination of the flow of water in floods, not only at the mouth, but also of the main tributaries into the main stream, for floods are created in the upper waters and can only be controlled there. We shall have to make a survey to determine the amount of sediment being carried down by the stream under various conditions of flood. We shall have to determine the location of woodlots; we shall have to learn all we can about springs in the basin, their present condition and past history, also wells. We should have a soil map, also a map of erosion areas, noting the type and degree of severity. We should need mapping of areas for ponds for holding up water on its way to the lake; also careful siting of dams, and an analysis of the weather of the areas. Out of such areas, of course, every one who is interested would have to have a survey made of his farm, so we would know what would be best in the totality of the plan. The final picture is built up of farms fitting into the total pattern.

Maybe you will wonder why I have made no mention of wild life. This is not because of indifference, because wild life was my primary interest in the countryside, and the first survey of natural resources—that of King Township—was prompted by the interest of its sponsor, Mr. Aubrey Davies of Newmarket, in wild life resources.

It has been shown, however, that wild life needs suitable habitats, and the conservation projects mentioned would bring back these habitats and restore the wild life population. This has been proven in sections of the United States.

It should be noted too that the results I have talked about pertaining to the control of floods, the planting of trees to dominate catchment basins, the retaining of soil, the improvements in crops and the like, are not slow in appearing. Contour ploughing brings about proper balance of soil and

water in about two or three years. Contour ploughing is not expensive or difficult. The figures Dr. Bennett gave us based on six years' experience over ten-mile areas are—and these are facts—20% less gasoline used, 10% less time, and productivity is up 30%. That is what soil and water conservation means. The first year shows results, and the second year shows better results.

By way of finishing up I would like to bring in the human element. I have been explaining this as a science. Conservation is of no point unless for human good, and therefore we must consider how we fit into these cold scientific calculations. It has been suggested by some that we cannot carry them out. That seems to be accepting defeat. The answer is that we have an area almost as large as the Tennessee Valley and that is one of the outstanding examples of social and physical reconstruction. Or again, as in some ways more comparable with the problem of Ontario, in ten years the Soil Conservation Service of the U.S.A. has completely treated, or rather directed the complete treatment of 70 million acres of agricultural land, and hundreds of millions more are under treatment. We have about 25 million acres to which the same figures are applicable. Land management such as we are discussing, of course, involves some changes in social outlook, using the word "social" in a rather wide sense.

To begin with, it is clear that the kind of thing we have to deal with is units, and no lesser unit than a river basin is workable. The river basin is the natural unit and it must be handled as a whole according to an over-all plan which includes every aspect that we have touched upon. You cannot disassociate the various resources—water, soil, and all the rest of them—they all have to be dealt with so that you can do a unified job. Now if you want to do such a unified job it cannot help affecting individuals intimately, because agricultural lands are in private ownership. If you want to control this imaginary river to which I have referred, there arise problems. Some of these, for example, are—the control of work done on private land at public expense; doubts as to the reasonableness of asking folks at the mouth of a river liable to flood to bear part of the expense, say, of planting protective trees twenty miles upstream on someone else's property. Questions arise as to the right of an owner of land to put up dams across a stream which traverses his land on its way to other people's property; or the right of an owner to cut his woodlot clean, even if its removal will imperil the permanence of a stream and perhaps the livelihood of people downstream. I know of a case where that actually happened. The owner cut the woodlot and the stream which had up to that time driven a mill, caused the mill to be put out of commission for a large part of the year.

These are the problems we run into which involve co-operation. If we are to plan, I think it should be done within the framework of democracy. We are not a dictator country and we do not like having our lives planned. We will plan strenuously for the success of our local baseball club; we will go to trouble planning for a fair, and I think we are prepared to go to a large amount of trouble to plan successfully for our country in the future. I do not say it is simple, but it is not a simple problem. I think what happens would be something like this: in a district someone interested in the plan would have to persuade people that there is need for planning for conservation. If the plan can be worked out we must all co-operate so that private interests will be considered along with public rights, and the conditions of the community on the whole will be better and therefore also the condition of the individual. Those that do agree can come into the total plan and co-operate in carrying out the plans made. There is no compulsion save that of conviction. Those not wanting to come in can stay out, but as a matter of record it has been found in the U.S.A., where this method was been used, that those who do stay out in the beginning, generally ask to come in after a short time. Local conviction of the need inspires the decision to act, and the steps might be somewhat as follows. This is merely my view. First, the formation of public opinion that local conditions would bear improvement. It is possible to bring about improvement if enough people are willing to fit into a planned movement. Then there would be a voluntary agreement of a considerable majority of those concerned to abide by the procedures laid down in a carefully prepared plan. Then there would be a request to the provincial government to authorize the formation of a body to help in the planning by providing the necessary expert advice.

There are just one or two comments. The natural units of conservation do not coincide with existing administrative boundaries. Most river basins extend beyond the boundaries of one municipality. There are exceptions, of course. The Gananaska River is almost entirely within the County

of Durham, the Etobicoke Creek is practically within the County of Peel, but it forms part of the boundary between this and York County. The full control of the Grand River as a conservation project would require the co-operation of five counties. It is seen, therefore, that there is a need for a large measure of co-operation between existing municipal bodies where their boundaries overlap natural boundaries. So far as I know there is not at the moment machinery for providing surveys, nor for providing on request expert advice for planning on the scale required by the suggestions before us. I think this is something with which the new Department will concern itself. There must be created some appropriate machinery for co-ordinating the administrative actions of the several government departments at present concerned with natural resources. A considerable corps of scientifically trained men must be built up to carry out the necessary surveys and planning, without which conservation is meaningless.

Now I think perhaps that method will work. There is no reason why it should not. You start with the individuals interested. They group themselves together. They decide to pull together and then go to the government and say, "We want a plan. You have the experts—let us have a plan and we will carry it out."

The reconstruction and conservation of the countryside is by no means a matter of interest to the countryside only. It has its very great interest for the towns and cities. It is a cardinal principle of city planning that it cannot be divorced from regional planning; that a city cannot be dissociated from the surrounding rural areas, on which its vitality depends for food, for markets, sometimes for water, for recreation. You cannot separate them any more than soil and water.

We need not here expand this aspect of our problem, but since we have been considering at some length the human, the social implications of conservation, it is quite proper to mention and emphasize the bond between city and country. The control then of natural resources and their management is not a series of separate, distinct tasks. It is a single, indivisible task to be tackled by over-all planning. It affects every member of the community and must be shared by each member according to his talents. It is, I think, a scientific undertaking of great magnitude and a social adventure of great promise, and one entirely worthy of the new world we hope to see when peace comes once again.

